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book introducing the college student to the study of modern states and their governments it does not commend itself in my judgment. The experience of college instructors in political science, and, particularly, the progress made in teaching the subject in the past ten years must convince us that the proper way to introduce the subject of political science is through the descriptive courses dealing with our own and some selected foreign governments,—elementary courses made as concrete, and given with as little theory as possible. Accordingly, would it not be better to label such texts as this one of Professor Garner's—“Introduction to Political Theory,” or simply “Elements of Political Theory”? There ought to be one term consistently used by our publicists to designate the entire field of the science, in its descriptive, historical, theoretical, and legal aspects, and “Political Science” is naturally the proper one to employ. Certainly there can be no good reason why we should continue to use political science in the restricted sense of political theory, as many writers in the past very properly did, when the science treated of nothing but theory.

The judicious temper of the author, his eminent fairmindedness in dealing with the views of others, his painstaking care in collecting his material, and the logical organization of it, are all admirable features of the book. The book is a laborious piece of work, searchingly and thoroughly done, and will find its proper place among the best available college texts on political theory.

WILLIAM A. SCHAPER.

American Government and Politics. By CHARLES A. BEARD.
(New York; The Macmillan Company, 1910. Pp. 772.)

This volume was prepared for the use of college students and citizens wishing a general survey of our political system. In conjunction with a companion volume of *Readings on American Government and Politics*, published a year ago, the work is intended to serve as a basis for an introductory course in the subject.

As indicated in the earlier volume of *Readings*, Professor Beard has not followed traditional methods in the treatment of his subject. The study of government in these volumes is approached not only from the standpoint of an analysis of constitutions, statutes and other well known documents but also from the point of view of the customs, devices and complicated organizations developed to obtain control of public power

and to use this power to secure specific ends. Government, it is held, must be dealt with as an organization devised by practical men for very definite practical purposes. According to this view the principles and practices which guided men in the actual operation of government are to be found rather in the dry records of political conventions and legislative sessions than in the formulation of political theories which too often represent arguments and opinions prepared in such form as to win the confidence of the masses.

Guiding the student through the field of political records, Professor Beard takes him into the sanctuary where the principles and practices of government are formed. Government is made to appear a living, working, developing organization, molded at all times by the peculiar characteristics and ultimate purposes of the men at the helm. Consequently the discussions of the provisions of the federal Constitution has been reduced materially to give an opportunity for a full consideration of the way in which the governmental plan formulated in constitution and statute has been made to work. Thus party organization, principles and practices receive full treatment. Administrators, members of Congress and many public officials are called to witness how things as represented in theory and outlined in formal documents are modified, transformed or veritably re-made under the effective power of party machinery.

Such subjects as the ballot, initiative and referendum, recent changes in the forms of municipal government, the movement for conservation of natural resources and the improvement of society through legislation for social betterment receive here the best treatment to be found in any introductory volume. A feature of these discussions is the full and fair consideration given to the controversial questions of modern political life.

The author's treatment of the subject is so assiduously based upon facts, and every feature of the American government is described in such detail that beginners in the subject will no doubt find difficulty in using the book to advantage. The interesting style throughout the volume and the illuminating extracts in the *Readings* will greatly aid students in interpreting and understanding the facts and discussions which are so characteristic of the work. No effort seems to have been spared in making the work accurate, thorough and strictly reliable. In the preparation of these two volumes Professor Beard has materially lightened the burden of teachers of this subject in the colleges and universities and has rendered effective service to citizens interested in the cause of good government in the United States.

CHARLES G. HAINES.